

Message Text

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TO SECSTATE WASHDC 3129
INFO AMEMBASSY COPENHAGEN
USMISSION GENEVA
AMEMBASSY OSLO
AMEMBASSY REYKJAVIK
AMEMBASSY STOCKHOLM
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C O N F I D E N T I A L SECTION 1 OF 3 HELSINKI 2788

E.O. 11652: GDS
TAGS: PORG, UNGA
SUBJECT: PRE-33RD UNGA CONSULTATIONS: PETREE VISIT

REF: (A) STOCKHOLM 3306, (B) HELSINKI 2545,

1. SUMMARY. USUN MINISTER-COUNSELOR PETREE, ACCOMPANIED BY EMBASSY OFFICERS, HELD BILATERAL CONSULTATIONS WITH FINNISH MINISTRY FOR FOREIGN AFFAIRS OFFICIALS IN HELSINKI AUGUST 23. THE CONSULTATIONS COVERED GENERAL AND REGIONAL POLITICAL ISSUES, UN PEACEKEEPING, AND NORTH/SOUTH ECONOMIC ISSUES. THIS MESSAGE REVIEWS THE CONSULTATIONS COVERING GENERAL AND REGIONAL POLITICAL ISSUES (REFTEL A REPORTED THE RESULTS OF DISCUSSIONS ON UN PEACEKEEPING, AND A SEPTTEL FOLLOWS WITH RESPECT TO CONSULTATIONS IN HELSINKI ON NORTH/SOUTH ECONOMIC ISSUES). DISCUSSED DURING THE CONSULTATIONS ON POLITICAL ISSUES WERE THE MIDDLE EAST, SOUTHERN AFRICA, DISARMAMENT, HUMAN RIGHTS, PUERTO RICO, AND GUAM. PETREE GAVE USG VIEWS ON THESE
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SUBJECTS; THIS MESSAGE FOCUSES PRIMARILY ON MFA RESPONSES TO THOSE VIEWS. THIS REPORT WAS NOT SEEN BY MR. PETREE PRIOR TO HIS DEPARTURE FROM HELSINKI. END SUMMARY.

2. AMBASSADOR KLAUS TORNUDD, DIRECTOR OF THE MFA POLITICAL DEPARTMENT, CHAIRED THE FINNISH SIDE DURING THE CONSULTATIONS. AFTER TORNUDD'S WELCOMING REMARKS,

PETREE DESCRIBED BRIEFLY THE CARTER ADMINISTRATION'S DETERMINATION TO WORK CONSTRUCTIVELY WITHIN THE UN SYSTEM AND DISCUSSED IN BROAD TERMS THE US ASSESSMENT OF THE OUTLOOK FOR THE 33RD UNGA. IN RESPONSE TO PETREE'S OBSERVATION THAT THE FORTHCOMING UNGA SESSION MAY BE MORE DIFFICULT THAN THE LAST TWO SESSIONS BECAUSE OF STRONGER INSISTENCE FROM THE THIRD WORLD FOR CONCRETE ACTION AND RESULTS, TORNUDD AGREED AND NOTED THAT THE GENERAL ATMOSPHERE AT THE UNGA WILL BE INFLUENCED BY PRIOR EVENTS SUCH AS WHETHER THERE IS PROGRESS IN THE UN PLAN FOR NAMIBIA AND AT THE CAMP DAVID TALKS. HE ASKED WHETHER THE ANTICIPATED "STIFFER" ATMOSPHERE AT THE UNGA WOULD APPLY MORE TO NORTH/SOUTH RATHER THAN TO EAST/WEST ISSUES. PETREE REPLIED AFFIRMATIVELY BUT NOTED THAT THERE MAY ALSO BE SOME STIFFNESS ON EAST/WEST ISSUES.

3. MIDDLE EAST. PETREE REVIEWED CURRENT DEVELOPMENTS IN THE MIDDLE EAST, EMPHASIZING THE US DETERMINATION TO STAY WITH THE PEACE EFFORT BUT NOTING THAT THE US CONTINUES TO BELIEVE IT CANNOT FORCE OR IMPOSE A SOLUTION; HE SAID ULTIMATELY A SOLUTION MUST DEPEND ON THE PARTIES DIRECTLY CONCERNED. CONCERNING LEBANON, PETREE EXPRESSED THE US VIEW THAT UNIFIL HAS DONE SOME GOOD AND HAS BOUGHT SOME TIME, HAVING ESSENTIALLY ACHIEVED TWO OF THE THREE TARGETS OF ITS MANDATE. HE SAID THE US IS
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EXERTING ITS INFLUENCE TO PUSH FOR PROGRESS ON THE THIRD TARGET OF THE MANDATE, NAMELY RE-ESTABLISHING THE AUTHORITY OF THE LEBANESE GOVERNMENT IN SOUTH LEBANON. TORNUDD COMMENTED THAT PUBLIC STATEMENTS EMANATING FROM THE EGYPTIANS AND ISRAELIS ARE NOT PARTICULARLY ENCOURAGING BUT EXPRESSED HIS HOPE THAT THE FACT OF THE CAMP DAVID TALKS MAY ITSELF BE IMPORTANT. HE INDICATED THAT PRESUMABLY BOTH ISRAEL AND EGYPT WILL BE LOOKING TO THE UNITED STATES FOR SOME KIND OF GUARANTEES. HE SAID THE FINNISH CONTRIBUTION IN THE MIDDLE EAST IS LIMITED TO A PEACEKEEPING FORCE IN THE SINAI. HE SAID FINLAND ATTEMPTS TO MAINTAIN RELATIONS WITH BOTH SIDES BUT IS NOT ABLE TO ASSUME A POLITICAL ROLE. HE NOTED THAT FINLAND HAS LITTLE INFLUENCE OR EVEN CONTACT WITH MIDDLE EASTERN STATES ON POLITICAL ISSUES.

4. TORNUDD OBSERVED IT IS INTERESTING THAT SO MUCH HAS CHANGED CONCERNING THE MIDDLE EAST SINCE LAST YEAR WHEN THERE WAS THE JOINT US/SOVIET INITIATIVE. HE ASKED WHETHER, IF CAMP DAVID IS NOT SUCCESSFUL, THERE MIGHT BE A NEW APPROACH OR A RETURN TO A JOINT US/USSR APPROACH TO THE MIDDLE EAST PROBLEM.

PETREE EXPRESSED DOUBT THAT THIS WOULD HAPPEN. HE SAID THAT THE US IS NOT HOSTILE TO THE USSR COMING IN AND CONTINUES TO CONSULT WITH THE SOVIETS. HE SAID THAT THE PROBLEM IS THE SOVIETS HAVE NOT SHOWN THEMSELVES TO BE ABLE TO COME INTO THE PROCESS CONSTRUCTIVELY; INSTEAD THE SOVIETS STICK TO DEFENDING THEIR OLD POSITIONS.

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C O R R E C T E D C O P Y (PARA 7, LINE 11)

5. PETREE OBSERVED THAT THE GENERAL MIDDLE EAST QUESTION WILL LEAD IN THE FORTHCOMING UNGA TO A SERIES OF SPECIFIC ISSUES SUCH AS THE EFFORT TO LINK ZIONISM WITH RACISM, ARAB TERRITORIES, ETC. HE SAID THE US HOPES GENERALLY THAT OUR FRIENDS IN THE UN WILL WORK TO HELP CREATE AN ATMOSPHERE THAT WOULD DISCOURAGE THE ARABS FROM MOVING TO POSITIONS WHICH WOULD LEAD TO BASIC CONFRONTATION. HE ASKED HOW FINLAND NORMALLY VOTES ON MIDDLE EAST QUESTIONS. TORNUDD RESPONDED THAT FINLAND HAS A BASIC DOCTRINE ON THESE ISSUES IN COMMON WITH THE OTHER NORDICS ESSENTIALLY, THE NORDIC APPROACH BASES ITSELF ON UN RESOLUTIONS AND ON OBSERVATION OF THE RIGHTS OF THE VARIOUS PARTIES. HE NOTED THAT FINLAND HAS CONSISTENTLY OPPOSED EFFORTS TO LINK ZIONISM AND RACISM, ALTHOUGH IT DOES

NOT SERVE FINNISH INTERESTS TO WALK OUT ON MEETINGS
ON THIS ISSUE. (NOTE: AT THE WORLD CONFERENCE TO
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COMBAT RACISM AND RACIAL DISCRIMINATION, FINLAND
REMAINED CONSISTENT WITH ITS POLICY.)

6. SOUTHERN AFRICA. PETREE SAID THAT CONCERNING
NAMIBIA WE HAVE WORKED CLOSELY WITH AMBASSADOR
AHTISAARI. HE SAID THE US ANTICIPATES AN EARLY
MEETING OF THE SECURITY COUNCIL ON THIS SUBJECT. HE
POINTED OUT THAT BECAUSE OF THE DIFFICULTY AND
DELICACY OF THE NAMIBIA AGREEMENT, DRAFTING OF THE
UN MANDATE WILL BE VERY IMPORTANT. PETREE SAID BOTH
THE REPUBLIC OF SOUTH AFRICA AND SWAPO WILL PROBABLY
ATTEMPT TO NEGOTIATE INTO THE MANDATE POSITIONS THAT
THEY HAVE NOT BEEN ABLE TO GET IN PRIOR NEGOTIATIONS.
HE SAID THE US HAS BEEN ENCOURAGED BY THE COOPERATION
AND SUPPORT OF THE FRONTLINE STATES. HE SAID THAT
SUCESS IN NAMIBIA WOULD FAVORABLY INFLUENCE THE UNGA
ATMOSPHERE; HOWEVER, SUCCESS IN THIS AREA WOULD NOT
MEAN THE END OF DIFFICULTIES IN AFRICA. TORNNUDD
RESPONDED THAT FINLAND IS PREPARED TO PARTICIPATE IN
A PEACEKEEPING ROLE. HE SAID FINLAND HAS HAD INFORMAL
TALKS WITH THE SECRETARY GENERAL AND WILL CONTRIBUTE A
BATTALION IF ASKED. HE SAID MUCH PREPARATORY WORK HAS
BEEN DONE. HE NOTED THAT FINNISH PEACEKEEPING TROOPS
IN THE PAST HAVE BEEN TRANSPORTED BY THE UNITED STATES
AIR FORCE AND IT WOULD BE QUITE NORMAL IF THIS WERE
TO HAPPEN ALSO IN THE NAMIBIA CASE. TORNNUDD POINTED
OUT THAT IN ADDITION TO FINLAND'S PROSPECTIVE
PEACEKEEPING ROLE IN NAMIBIA, IT IS ALSO INTERESTED
IN PARTICIPATING IN DEVELOPMENT ASSISTANCE TO NAMIBIA
THROUGH THE NAMIBIAN INSTITUTE. HE ALSO NOTED THAT
THERE ARE A NUMBER OF SWAPO STUDENTS STUDYING IN
FINLAND. IN RESPONSE TO A PETREE QUESTION, TORNNUDD
SAID IT IS ALSO NOT CLEAR TO FINLAND TO WHAT DEGREE
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THE SWAPO LEADERSHIP IS PREPARED TO ACCEPT A
DEMOCRATIC DECISION ON NAMIBIA.

7. PETREE DESCRIBED THE US APPROACHE TO THE ZIMBABWE
PROBLEM, STATING THAT WHILE THE SITUATION THERE IS NOT
AS BRIGHT AS IT IS IN NAMIBIA, THE US HAS NOT GIVEN UP
HOPE THAT ALL PARTIES WILL ULTIMATELY SEE THAT THEIR

OWN NARROW SOLUTIONS WILL NOT WORK. HE SAID THE FRONTLINE AFRICAN STATES AGREE WITH US THAT THE INTERNAL SETTLEMENT IS UNWORKABLE AND THAT NKOMO AND MUGABEE CANNOT WIIH A WAR. THE FRONTLINE STATES THEREFORE SUPPORT THE BASIC UK/US PLAN FOR AN ALL-PARTY SOLUTION WITH A UN ROLE. TORNUDD RESPONDED THAT FINLAND'S BASIC POSITION IS QUITE THE SAME AS THE US POSITION: FINLAND FAVORS A PEACEFUL SOLUTION THAT INVOLVES ALL PARTIES AND, MEANWHILE, CONTINUATION OF SANCTIONS.

8. SOUTH AFRICA - APARTHEID. PETREE SAID THE CARTER APPROACH IN THIS AREA IS TO CONDEMN APARTHEID AND EXERT PRESSURE AGAINST IT. HE SAID THE US GOVERNMENT HAS TOLD THE GOVERNMENT OF SOUTH AFRICA THAT IF NO MEASUREABLE PROGRESS IS MADE BY SOUTH AFRICA TO REFORM ITS SYSTEM, THE US INTENDS TO TAKE FURTHER ACTION.

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PETREE REVIEWED SEVERAL DEVELOPMENTS IN THE EVOLVING US APPROACH ON SOUTH AFRICA, NOTING INTER ALIA THAT PRACTICALLY SPEAKING NEW US INVESTMENTS IN SOUTH AFRICA HAVE ALMOST HALTED AS A RESULT OF PRESSURES FROM STOCKHOLDERS AND FROM US UNIVERSITIES AGAINST CORPORATE INVESTMENT IN SOUTH AFRICA. TORNUDD REFERRED TO THE NORDIC ACTION PROGRAM ON

SOUTH AFRICA APPROVED LAST YEAR BY THE NORDIC FOREIGN MINISTERS. HE SAID WORK ON THESE ISSUES IS PROCEEDING IN A JOINT COMMITTEE SET UP BY THE FOREIGN MINISTERS. HE SAID THE NORDICS WOULD SUPPORT A UN SECURITY COUNCIL RESOLUTION AGAINST INVESTMENT IN SOUTH AFRICA. HE SAID THE NORDICS MAY GO EVEN FURTHER ON THEIR OWN. PETREE SAID THE US HAS DIFFICULTIES WITH CHAPTER 7 SANCTIONS. HE SAID OUR ARGUMENT IS MORE PRAGMATIC THAN IT IS BASED ON PRINCIPLE: SANCTIONS DON'T WORK. HE NOTED, HOWEVER, THAT THE SWEDISH PROPOSAL ON INVESTMENTS IS FORMULATED IN CHAPTER 6 RATHER THAN CHAPTER 7 TERMS. CONFIDENTIAL

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9. DISARMAMENT. PETREE BRIEFLY GAVE US VIEWS ON RECENT DEVELOPMENTS IN THIS GENERAL AREA. TORNUDD REITERATED FINLAND'S INTEREST IN BECOMING A MEMBER OF THE COMMITTEE ON DISARMAMENT (CD) AND INQUIRED ABOUT THE US POSITION. PETREE DISCUSSED IN GENERAL TERMS SOME OF THE CONSIDERATIONS WHICH THE UNITED STATES IS WEIGHING. HE SAID IN THE US VIEW THERE IS A NEED FOR BALANCE IN SELECTING NEW MEMBERSHIP, WHICH MEANS THAT AMONG THE NEW MEMBERS THERE SHOULD BE COUNTRIES FROM NATO, ASIA, AFRICA AND LATIN AMERICA. HE SAID THE US HOPES TO HAVE CONVERSATIONS ON THIS ISSUE IN NEW YORK RATHER THAN IN GENEVA. HE NOTED THAT THE PROLIFERATION OF CANDIDACIES FROM THE CD IS A PROBLEM FOR US; ALSO, THE US DOES NOT WANT TO APPEAR TO BE TAKING A PREDOMINANT ROLE IN THE SELECTION OF NEW MEMBERS. HE INDICATED THAT THE US IS MOVING INTO CONSULTATIONS WHICH IT EXPECTS GRADUALLY TO EXPAND AS THE PROCESS GOES ON. TORNUDD OBSERVED THAT THE NUMEROUS EUROPEAN CANDIDACIES FOR THE CD CONSTITUTES A PROBLEM FOR FINLAND. HOWEVER, HE POINTED OUT THAT FINLAND'S INTEREST AND QUALIFICATIONS ARE WELL ESTABLISHED. PETREE RESPONDED THAT FINLAND'S INTEREST IN CD MEMBERSHIP HAS BEEN NOTED AND THAT NO ONE QUESTIONS FINLAND'S EXCELLENT QUALIFICATIONS.

10. HUMAN RIGHTS. PETREE UNDERScoreD THE CENTRAL EMPHASIS THAT THE CARTER ADMINISTRATION IS ACCORDING TO HUMAN RIGHTS IN ALL ASPECTS OF ITS FOREIGN POLICY FORMULATION. HE SAID THE UNITED STATES WANTS TO SEE THE HUMAN RIGHTS MACHINERY OF THE UN STRENGTHENED AND OUTLINED A FEW IDEAS WHICH THE UNITED STATES IS CURRENTLY EXPLORING. HE MENTIONED INTER ALIA THE CONFIDENTIAL

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POSSIBILITY OF HAVING ALL UN AGENCIES REPORT TO THE GENERAL ASSEMBLY ON HUMAN RIGHTS, ESTABLISHING A CONFIDENTIAL HUMAN RIGHTS FUND FOR USE BY THE SECRETARY GENERAL, AND STRENGTHENING OF THE HRD STAFF. TORNUDD REPLIED THAT FINLAND SUPPORTS HUMAN RIGHTS AND FAVORS IMPROVING UN MACHINERY AND CAPABILITIES. HE NOTED THAT FINLAND FAVORS A GENERALIST AND GRADUALIST APPROACH ON HUMAN RIGHTS WHICH HE CONTRASTED WITH WHAT HE DESCRIBED AS A "SPECIFIC CASE" APPROACH. HE SAID FINLAND BELIEVES THE GENERALIST/GRADUALIST APPROACH IS MORE EFFECTIVE OVER THE LONG RUN EVEN IF PROGRESS IN THE SHORT RUN SEEMS SLOW. IT IS FINLAND'S VIEW THAT THE SPECIFIC-CASE APPROACH IS OFTEN COUNTERPRODUCTIVE AND CAN WORSEN THE GENERAL INTERNATIONAL CLIMATE. HE SAID THE SPECIFIC-CASE APPROACH ALSO EXPOSES ITS PROPONENTS TO ACCUSATIONS OF INCONSISTENCY WHEN HUMAN RIGHTS VIOLATIONS IN ONE COUNTRY ARE CONDEMNED BUT DISREGARDED IN OTHER COUNTRIES. WITH RESPECT TO THE US IDEAS FOR STRENGTHENING THE UN HUMAN RIGHTS MACHINERY, THE FINNISH MFA OFFICIALS FOUND IT INTERESTING BUT EXPRESSED SOME DOUBT THAT AN INCREASED ROLE FOR THE GENERAL ASSEMBLY IS REALISTIC AND THAT A CONFIDENTIAL HUMAN RIGHTS FUND FOR THE SECRETARY GENERAL IS PRACTICABLE. AN ALTERNATIVE APPROACH TO HAVING UN AGENCIES REPORT ON HUMAN RIGHTS TO THE GENERAL ASSEMBLY MIGHT BE FOR THE AGENCIES TO REPORT INSTEAD TO THE HUMAN RIGHTS COMMISSION.

11. PUERTO RICO AND GUAM. DURING THE CONSULTATIONS PETREE FOUND OCCASION TO REITERATE US VIEWS ON THESE SUBJECTS WITH WHICH THE FINNS ARE FAMILIAR AND GENERALLY SUPPORTIVE.

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